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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Report of the Special Committee on Peacekeeping Operations

I. Introduction

1. The General Assembly, in its resolution 52/69 of 10 December 1997, welcomed the report of the Special Committee on Peacekeeping Operations (A/52/209), decided that the Committee, in accordance with its mandate, should continue its efforts for a comprehensive review of the whole question of peacekeeping operations in all their aspects, and requested the Committee to submit a report on its work to the Assembly at its fifty-third session.

2. In the same resolution, the General Assembly reiterated that those Member States that became personnel contributors to United Nations peacekeeping operations in years to come or participated in the future in the Special Committee for three consecutive years as observers should, upon a written request to the Chairman, become members at the following session of the Committee. The members and observers of the Committee at its 1998 session are listed in the annex to the present report.

3. At its 145th meeting, on 30 March 1998, the Special Committee elected the following representatives as the Committee's officers for a term of office of one year: Ambassador Ibrahim A. Gambari (Nigeria), Chairman; Ambassador Fernando Enrique Petrella (Argentina), Ambassador Michel Duval (Canada), Mr. Motohide Yoshikawa (Japan) and Mr. Zbigniew Matuszewski (Poland), Vice-Chairmen; and Mr. Hossam Zaki (Egypt), Rapporteur.

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4. The Special Committee also discussed its organization of work and decided to establish an open-ended working group, to be chaired by Canada, to consider the substance of the mandate entrusted to the Committee by the General Assembly in its resolution 52/69.

5. The general debate was followed by discussions in the informal open-ended Working Group, which met between 30 March and 27 April 1998. The Working Group was briefed by and exchanged views with the Secretariat on, *inter alia*, field administration and management, procurement, reimbursement, internal oversight, planning, training, standby arrangements, demining, logistics and communications, asset management, personnel issues related to the Department of Peacekeeping Operations, civilian police, the rapidly deployable mission headquarters, status of forces agreements, rules of engagement, meetings with contributing countries and humanitarian assistance in the context of peacekeeping operations.

II. General debate and Working Group considerations

6. At its 145th through 150th meetings, held from 30 March to 2 April, the Special Committee held a general debate on the matters before it.

7. In his statement before the Special Committee at its 145th meeting, the Under-Secretary-General for Peacekeeping Operations stated that the universality of United Nations peacekeeping operations made them a uniquely adapted instrument to address current problems, from the perspectives of host countries and of States seeking to advance peace from the outside. Peacekeeping represented the middle link in a chain running from peacemaking to post-conflict peace-building. Inaction was not an option in the face of today's destructive conflicts, which could destabilize entire regions and generate such problems as illegal arms flows, terrorism, drug trafficking and environmental degradation. He observed that the international community's apparent reluctance to engage in new peacekeeping operations might have reached a turning point.

8. Other developments discussed by the Under-Secretary-General included the increased prominence of civilian police in peacekeeping; training initiatives, including those intended to enhance African peacekeeping capacity; and strengthening of rapid deployment capabilities, including the creation of a rapidly deployable mission headquarters. The work of the Department over the past year in those areas was described in the progress report of the Secretary-General submitted to the Special Committee. The Under-Secretary-General also cited the importance of cooperation with regional organizations, but cautioned against unrealistic expectations in this regard.

9. The Under-Secretary-General asked for support by delegations of the Department's current request for funding. He also outlined structural changes in the Department, which planned to transfer the Situation Centre to the authority of the Assistant Secretary-General for Operations, and to integrate the Lessons Learned Unit with the Policy and Analysis Unit. With regard to the integration of demining activities, the Department had worked to ensure that neither humanitarian nor peacekeeping operational requirements was subordinated to the other.

10. During the general debate that ensued, many delegations, while expressing appreciation for the scope of the Secretary-General's report to the Special Committee, also urged the Department to ensure that future reports be provided in a more timely manner.

11. Many delegations noted the continuing importance of basic peacekeeping principles, including respect for sovereignty, non-intervention in internal affairs, consent, impartiality

and the need for a coordinated approach to crises. Many delegations reaffirmed their commitment to the primary role of the United Nations in the maintenance of international peace and security. The importance of an even-handed approach by the Security Council to conflict resolution was also stressed.

12. Many delegations emphasized that peacekeeping operations were not by themselves solutions to conflict. Observing that the conduct of operations, despite their complexity, has become more professional, many other delegations asserted that operations had become more successfully adapted to tackling the root causes of conflicts, and emphasized the ongoing importance of peace-building activities. A more effective approach to coordinating the various dimensions of peacekeeping was therefore called for.

13. The importance of preventive diplomacy was cited by several speakers. Many delegations called for further consideration of preventive deployment, as exemplified by the United Nations Preventive Deployment Force (UNPREDEP) in the former Yugoslav Republic of Macedonia. Several delegations called for the enhancement of early warning capabilities. Many other delegations underlined the need to distinguish between peacekeeping operations and humanitarian action.

14. Many delegations underlined the importance of respect for international humanitarian law by peacekeeping troops. Some delegations called upon the Special Committee to explore the creation of guidelines for testimony by peacekeepers. A number of delegations underlined the importance of enhanced coordination of human rights tasks at all levels of peacekeeping operations, from the planning phase onward.

15. It was argued that the General Assembly retained an inherent responsibility for mandating peacekeeping operations, although the Security Council played a primary role in that domain. Concern was expressed that consideration of financial aspects of peacekeeping should remain the responsibility of the Assembly.

16. Many delegations underlined the importance of consultations with troop-contributing countries, as well as, where appropriate, countries especially affected, such as those from the region concerned. They also urged that those consultations be formalized by the Security Council. In that regard, other delegations concurred as to the importance of such consultations but stressed that their effectiveness depended upon active participation by all those involved. It was also proposed that consultations with contributors and potential contributors included those countries especially affected by a crisis, and that consideration be given to the inclusion of host countries in contributor meetings. Many delegations stressed the importance of transparency in the recruitment of troops for peacekeeping operations.

17. Many delegations expressed concern regarding the use of personnel on loan, and urged acceleration of the phasing out of those personnel by the end of 1998. The need for a geographic balance of posts within the Department of Peacekeeping Operations was underlined, as well as the need for correcting the situation of under-representation of some countries.

18. At the same time, it was noted that the phasing out of gratis personnel should not undermine the Department's capacity to plan, manage and liquidate operations. While supporting the phasing out of gratis personnel, several delegations urged that it take place in an organized manner and called for caution so as to avoid affecting the Department's ability to function.

19. Several delegations urged that the phase-out of gratis personnel be seen as an occasion for the Department to re-examine its structure. It was also urged that the Department

undertake an overall review of the Secretariat's apparatus for dealing with international peace and security.

20. Some delegations argued that in view of declining peacekeeping activities, the United Nations should reconsider its needs, while other delegations believed that the current decline in peacekeeping should not be taken as an indication that long-term demand for United Nations peacekeeping would remain at a reduced level.

21. Many delegations called for clear definition of core and surge requirements of the Department, while others urged the development of a realistic concept of well-coordinated permanent, surge and specialist functions within the Department.

22. Several delegations called for an efficient and timely procurement system as part of an integrated logistics strategy that takes into account all the necessary phases and that rests on appropriate means. Continued improvement was called for in the Field Assets Control System and the United Nations Logistics Base at Brindisi. Many delegations stressed the need for United Nations procurement to be transparent and geographically equitable and argued that, to expedite procurement and encourage local contracts, greater authority should be considered for procurement officers in the field. Many delegations urged that the Secretariat take all possible measures to increase procurement from developing countries, that troop contributors be given preferential consideration for procurement of goods and services for their personnel and that the lowest priority be given to Member States that were not meeting their financial obligations. Another delegation encouraged strengthened accountability and reporting for procurement in the field. It was recommended that the financial accountability of peacekeeping operations in the field be enhanced.

23. Many delegations wished to learn from the Secretariat how humanitarian demining would be handled within the Department, and expressed concern that the issue continue to be given appropriate attention. Several delegations welcomed the establishment of the United Nations Mine Action Service as the Organization's focal point for mine action, and called for a coherent and integrated approach to demining. It was urged that the Service be placed on a firm financial footing.

24. Many delegations stressed the need for all United Nations peacekeeping missions to have a public information capacity in order to enhance communication with local and international audiences. The creation of a new trust fund for peacekeeping information was underlined.

25. Many delegations expressed concern over heightened danger to United Nations personnel, and in particular to military observers. Many delegations called for endorsement of the Convention on the Safety of United Nations and Associated Personnel. It was recommended that the United Nations make available a code of procedures to deal with hostage taking and that it play a coordinating role in efforts to obtain the release of any United Nations hostages. It was also suggested that the United Nations had a central role in assuring the safety of humanitarian workers.

26. Many delegations welcomed the contribution of the United Nations training assistance teams, and expressed the need for further training and seminars. They also commended the Secretariat's work in developing training norms for peacekeepers.

27. Many delegations noted the increasing demand for civilian police in United Nations peacekeeping operations, where their primary role was to monitor and assist the local police forces. The same delegations stated that, although the aim of enhancing the capacity of local police forces to discharge their tasks effectively should be considered in the broader context of the reform or establishment of judicial and penal systems in the host country, this larger context represented a long-term post-conflict peace-building measure that should continue

even after a peacekeeping mission had ended. Many other delegations noted that the United Nations was the primary institution for civilian police missions and for longer-term institution-building.

28. It was stressed that the strength of the civilian police was that they acted not as an autonomous force but through local authorities. The civilian police were also cited as important in ensuring smooth exits from peacekeeping operations.

29. Many delegations called for clear guidelines for the civilian police in peacekeeping, emphasizing that this should be essentially an intergovernmental task and that all countries should be offered the opportunity to be involved when such guidelines are adopted. It was suggested that the Secretariat compile and consolidate relevant material for the consideration of Member States to serve as guidelines for those being sent to the field. Many delegations expressed concern that no civilian police commissioners came from developing countries, and urged that broader geographical representation be taken into account in the selection of police commissioners. Several delegations supported greater representation of female police officers.

30. Many delegations favoured strengthening the United Nations rapid deployment capability, *inter alia*, through the current standby arrangements system. Many delegations expressed concern that the Multinational United Nations Standby Forces High Readiness Brigade initiative was being promoted as a United Nations brigade. Many other delegations welcomed various initiatives to enhance high readiness of national or multinational units.

31. Several delegations commended the inclusion of the rapidly deployable mission headquarters within the Department's support account submission. Some other delegations queried the urgency to establish the headquarters, in view of the delay in providing the necessary resources, and enquired whether the headquarters' tasks could be discharged by the planning division of the Department of Peacekeeping Operations. Another delegation questioned the inclusion of the headquarters in the support account. The need for parity in personnel between developed and developing countries for the headquarters was stressed.

32. Delegations overwhelmingly stressed the need for prompt payment of all peacekeeping obligations in full, on time and without conditions. Many delegations stressed the need for resources to match mandates, and underlined that the Charter obliged Member States to bear the expenses of the Organization as apportioned by the General Assembly, bearing in mind the special responsibility of the permanent members of the Security Council. One delegation suggested that the Organization consider taking action against countries in arrears for political reasons; it was also suggested that the Special Committee highlight the consequences of non-payment. Another delegation objected to proposals for penalty provisions for non-payment of assessments, arguing that Article 19 already provided a sufficient penalty.

33. Many delegations expressed concern regarding the delay of reimbursement of troop contributions and the provision of contingent-owned equipment, and urged that the matter be rectified expeditiously. Many delegations also stressed that the Secretariat should urgently address the processing of contingent-owned equipment write-offs that are beyond the authority of local property survey boards.

34. It was recommended that accelerated procedures be developed for compensation for death and disability, and it was suggested that all such cases could be addressed before closure of a mission or that a three-month time limit be set.

35. Many delegations noted the importance of United Nations cooperation with regional organizations. Examples cited by delegations included cooperation with the Commonwealth of Independent States, the Organization of African Unity (OAU), the Economic Community

of West African States and the Organization for Security and Cooperation in Europe, as well as operations in Albania, Bosnia and Herzegovina and Croatia.

36. Other delegations argued that such cooperation must be complementary to, rather than a replacement for, United Nations efforts.

37. It was suggested by several delegations that guidelines be developed for the collection and disposal of small arms and light weapons in the wake of conflict where a United Nations peacekeeping operation was deployed.

38. Several delegations suggested the expansion of the Bureau of the Special Committee in order to open the Bureau to participation by more countries, including major and consistent contributors of troops to peacekeeping operations, so as to reflect the nearly threefold increase in the Committee's membership and to allow for more equitable geographical representation in the Bureau.

39. It was also suggested that the Special Committee concentrate its work each year on three or four subjects, with the follow-up report of the Secretary-General focusing on those issues. It was proposed further that the Committee divide its annual session into two or three sessions, with the same overall duration of four weeks, so as to ensure better follow-up of its recommendations.

40. In his closing remarks to the Special Committee, the Under-Secretary-General revisited certain concerns raised by delegations. With regard to personnel issues, he indicated that the Department would make every effort to conclude the phasing-out of loaned personnel prior to 31 December 1998, within limitations that included respect for existing contracts and due regard for maintaining capacity. He added that it would take some months to recruit appropriate staff to replace experienced outgoing gratis personnel.

41. The Under-Secretary-General characterized the Department's staffing needs as represented by its submission regarding the support account as its "core" capacity; in such areas as training, standby arrangements, civilian police and planning, the Department was already minimally staffed. The Under-Secretary-General cautioned against equating the Department's needs with the number of serving peacekeepers.

42. With reference to security, the Under-Secretary-General noted that the question of ensuring the safety of military observers and civilian police was not an easy one to resolve and had technical, financial and political dimensions. Responding to another concern, he indicated that provisions relating to respect for humanitarian law were now regularly included in status-of-forces agreements. The Department was also strengthening its ability to promote appropriate standards to that effect.

43. While not all contingents were appropriate for all operations because of political sensitivities, the Under-Secretary-General noted that troops were selected according to operational needs and without favouritism. With regard to demining, he reassured delegations that its humanitarian aspects had been reinforced following the merger of activities within the Department of Peacekeeping Operations.

III. Proposals, recommendations and conclusions

A. Introduction

44. The Special Committee reiterates that the primary responsibility for the maintenance of international peace and security rests with the United Nations, in accordance with the Charter, and affirms that peacekeeping continues to be one of the key instruments available to the United Nations in discharging that responsibility.

45. While noting trends of the past few years towards decreasing the overall number of deployed troops and reducing peacekeeping budgets, the Special Committee acknowledges the recent establishment of a peacekeeping operation (the United Nations Mission in the Central African Republic). The Committee notes that a number of recent peacekeeping operations have been mandated to undertake a variety of tasks in response to the specific needs of the situations in which they have been deployed. The Committee considers it essential for the United Nations, drawing on its experience, to improve its capacity to maintain international peace and security, *inter alia*, by effectively planning, deploying and managing current and future peacekeeping operations.

46. The Special Committee stresses the importance of applying consistently the principles and standards it has set forth for the establishment and conduct of peacekeeping operations, and also emphasizes the need to continue to consider those principles, as well as peacekeeping definitions, in a systematic fashion.

B. Guiding principles, definitions and implementation of mandates

47. The Special Committee stresses that peacekeeping operations should strictly observe the principles and purposes enshrined in the Charter of the United Nations. It emphasizes that respect for the principles of sovereignty, territorial integrity and political independence of States, as well as non-intervention in matters that are essentially within their domestic jurisdiction, is crucial to common efforts, including peacekeeping operations, to promote international peace and security.

48. The Special Committee believes that respect for the basic principles of peacekeeping, such as the consent of the parties, impartiality and the non-use of force except in self-defence, are essential to its success.

49. The Special Committee believes that peacekeeping operations should not be used as a substitute for addressing the root causes of conflict. Those causes should be addressed in a coherent, well-planned, coordinated and comprehensive manner with political, social and developmental instruments. Consideration should be given to ways in which those efforts can continue without interruption after the departure of a peacekeeping operation so as to ensure a smooth transition to lasting peace and security.

50. The Special Committee continues to stress the importance of peacekeeping operations being provided with clearly defined mandates, objectives and command structures, as well as secure financing, in support of efforts to achieve peaceful solutions to conflicts. It also stresses the need to ensure, in the formulation and implementation of mandates, congruity between mandates, resources and objectives. It emphasizes further that, when changes are made to existing mandates, commensurate changes should be made to the resources available to the peacekeeping operation to carry out its new mandate. Changes in a mandate during a mission should be based on a thorough and timely reassessment for the Security Council,

including military advice, of the implications on the ground for components. The Committee also believes that such changes in mandates should occur after a full discussion between contributing countries and the Council.

51. The Special Committee recalls paragraph 59 of its previous report (A/52/209) and notes the development by the Secretariat of model rules of engagement, which would be modified to meet the requirements of specific peacekeeping operations. It welcomes this work and encourages the Secretariat to seek to formulate, where practicable, uniform rules of engagement for each specific peacekeeping operation, in consultation with prospective troop contributors. It requests a further update on rules of engagement at its 1999 session.

52. The Special Committee again stresses the need to ensure unity of command of United Nations peacekeeping operations. It recalls that the overall political direction and control of United Nations-mandated peacekeeping operations devolves upon the Security Council.

C. Consultations

53. The Special Committee, reaffirming the continuing need for consultation between troop contributors and the Security Council, underlines the importance of Council members, contributors and the Secretariat making full use of the arrangements set out in the statement of the President of the Council of 28 March 1996 (S/PRST/1996/13). The Committee encourages active participation in such meetings, whose Chairman, the President of the Council, reports to the Council the views expressed by contributing or prospective contributing countries. In that connection, the Committee encourages the Council to take steps more formally to ensure the rigorous, timely and systematic implementation of those arrangements. Furthermore, it encourages the Secretary-General to ensure, where applicable, that his reports are made available in a timely fashion prior to any consultations with troop contributors. The Committee also recognizes that, in exceptional circumstances, such meetings could be held at the request of any country contributing troops to the operation in question.

54. Recalling the presidential statement, the Special Committee stresses the need, in the case of upcoming missions or the expansion of existing missions, to invite prospective troop contributors to consultations at the earliest possible stage in order to provide them with access to the information required and to enable them to make an informed decision on participation.

55. The Special Committee notes that the arrangements described for consultations with troop contributors are not exhaustive, and that they do not preclude a variety of forms of consultation, including, where appropriate, between the Security Council President or its members and contributors, countries especially affected and other countries from the region concerned.

D. Enhancing the capacity of the United Nations for peacekeeping

1. Personnel

56. The Special Committee reaffirms that all provisions of Articles 100 and 101 of the Charter of the United Nations should be fully and strictly observed in the management and conduct of peacekeeping operations.

57. The Special Committee also emphasizes that full consideration should be given to all offers made by Member States to participate in peacekeeping operations.

58. The Special Committee recalls the decision expeditiously to phase out gratis personnel in accordance with the provisions of General Assembly resolution 51/243 of 15 September 1996. In that context it notes the decision of the Procurement Division to phase out gratis personnel by the end of July 1998 and that of the Department of Peacekeeping Operations to phase out most gratis personnel by the end of December. The Committee stresses the importance of maintaining the operational capacity of the United Nations for planning, deploying and managing peacekeeping operations. In that regard it reiterates the need to establish the Department on a sound and secure basis through adequate United Nations funding for appropriate posts. The Committee urges the Secretariat to take early effective measures to expedite the staff recruitment process on a broad geographical basis, to replace gratis personnel and to incorporate into the phase-out plan detailed transitional arrangements so as to minimize disruption, loss of continuity and loss of expertise, in accordance with the relevant articles of the Charter of the United Nations. The Committee expects that the Secretary-General will report to it at its 1999 session on the progress made in implementing the above.

59. The Special Committee stresses that the staff selection process of the Department of Peacekeeping Operations should be transparent and based on the principles contained in Articles 100 and 101 of the Charter.

60. The Special Committee recommends that, where relevant, the Secretary-General, in staffing the Department, consider those countries presently under-represented in the Secretariat, in accordance with General Assembly resolution 51/226 of 3 April 1997.

61. The Special Committee recognizes the increasing need for the participation of female personnel, on a broad geographical basis, in all aspects of peacekeeping operations. The Committee encourages the development and implementation of innovative strategies to further that aim and recommends that an analysis of the effectiveness of such strategies be included in the reports of the Secretary-General on peacekeeping operations.

62. The Special Committee reiterates the request, made in paragraph 49 of its previous report (A/52/209), that the Secretary-General consider the possibility of improving the method of selecting and preparing senior military commanders. The Committee believes that this should also apply to police commissioners.

63. The Special Committee notes the shortage of qualified Chief Administrative Officer candidates. As adequately trained and qualified Chief Administrative Officers are essential for the proper and effective management of peacekeeping operations, the Committee emphasizes the need for the Secretariat to continue to address the problem energetically.

64. The Special Committee welcomes the practice of making available to the international criminal tribunals current and former United Nations peacekeeping personnel who have been requested to give testimony. It encourages the Secretariat, in concert with the international criminal tribunals, to provide information and develop guidelines where necessary for concerned Member States on the procedures that should apply in such cases.

2. Organization, planning and coordination

65. The Special Committee notes with regret that it was provided with only a brief outline of the proposed organizational structure and staffing of the Department of Peacekeeping Operations. It notes that minor organizational modifications of the Department are envisaged. It recalls the views contained in paragraphs 54 and 55 of its previous report, and

expresses its dissatisfaction that they have not been adequately taken into account or responded to by the Secretariat.

66. The Special Committee believes that the Secretariat has not provided convincing explanations for the proposed organizational structure and staffing of the Department, taking into account recent trends. The Committee calls upon the Secretary-General to undertake a more fundamental review, taking into account lessons learned and the need to develop appropriate structures at Headquarters for periods of both low and high intensity in United Nations peacekeeping and, to that end, include the identification of functions and positions necessary, both civilian and military, for the efficient management of peacekeeping operations during those periods.

67. The Special Committee notes the importance of early planning and the coordination of peacekeeping and other mandated activities designed to reduce the risk of resumption of conflict and to contribute to creating the conditions most conducive to reconciliation, reconstruction and recovery. To that end, the Department should coordinate its efforts, from the start of mission planning, with other departments within the Secretariat as well as specialized agencies and other relevant actors. The Committee believes that the appointment of a Special Representative of the Secretary-General in areas where peacekeeping operations are mandated contributes to the unity of United Nations efforts in the field. The Committee welcomes the initiatives undertaken by the Secretary-General to give Special Representatives authority over resident representatives and humanitarian coordinators, as well as over peacekeeping operations, and it encourages the Secretary-General to provide the Special Representative with sufficient funds to ensure the efficiency and effectiveness of the peacekeeping operation. The Committee believes that this has enhanced the coordination of peacekeeping and all other mandated activities, and that it contributes to the attainment of unity of effort of the United Nations in the field.

68. The Special Committee acknowledges the Secretary-General's authority in selecting troop contributors for peacekeeping missions. However, it recalls paragraph 48 of its previous report, emphasizing the need to give full consideration to all offers from Member States. It reaffirms that all opportunities for participation in all phases of peacekeeping operations should be expeditiously brought to the attention of all Member States that have indicated a willingness to contribute to United Nations peacekeeping operations, *inter alia*, through the standby arrangements system.

69. The Special Committee notes recent efforts by the Security Council and the Secretariat to improve coordination of military and civilian components, both in the field and in the Secretariat. The Committee encourages the Council and the Secretariat to further those efforts.

70. The Special Committee, recalling the Secretary-General's proposals for procurement reform as outlined in his report of 27 October 1997 (A/52/534), emphasizes the critical importance of timely, efficient, transparent and cost-effective procurement of goods and services in support of peacekeeping operations. It notes the delegation of increased procurement authority to the field during the past year and encourages the Secretary-General to implement other reforms aimed at further streamlining and improving the efficiency of procurement procedures, as recommended by the competent bodies and agencies.

71. As regards United Nations peacekeeping procurement, the Special Committee requests the Secretariat to intensify and focus its efforts to increase the number of qualified suppliers on the procurement roster and to make further efforts to broaden the roster's geographical base. The Committee emphasizes that transparency must be the key to the procurement practices of the United Nations. It requests the Secretary-General fully and expeditiously

to implement General Assembly resolution 51/231 of 13 June 1997, in particular paragraphs 13, 14, 15 and 19. It also urges the Secretariat to accelerate dissemination of procurement information in a timely manner through various media, including the Internet.

72. The Special Committee notes the procurement update contained in the Secretary-General's progress report on the Committee's 1997 recommendations. The Committee is of the view that, in the interest of enabling a thorough discussion of this issue, reporting on peacekeeping procurement should include details of categories of goods and services, value, source of supply and other relevant aspects of procurement at both Headquarters and field mission levels. The Committee would like to be assured that, if requested, details of each and every item would be made accessible to any Member State.

73. The Special Committee expresses its concern that little progress has been made since its last report in developing a coherent and comprehensive concept for logistical support of peacekeeping operations. The Committee reiterates that such a concept would provide a coherent framework within which other logistics initiatives would be developed, which in turn would ensure the efficient utilization of resources. In that regard, the Committee notes the Secretariat's intention to include a logistics strategy in a consolidated Field Administration and Operational Support Manual, and requests that an update on the manual's development be included in the next progress report.

74. The Special Committee commends the Secretariat for its exceptional efforts thus far in developing the new field assets control system within the context of an emerging field mission logistics system, as outlined in the report of the Secretary-General of 31 July 1997 (A/51/957). It recognizes that, when fully implemented, such a system should allow for a decrease in staffing. The Committee also recognizes the significant potential, both in the immediate and longer term, that the system offers in enhancing *matériel* management, reducing costs and improving logistical support for peacekeeping operations.

75. The Special Committee also notes that the Field Assets Control System is being deployed along with vehicles, communications equipment and other assets from the start-up kits for use by the recently established United Nations Mission in the Central African Republic (MINURCA). This deployment of the System and start-up kit equipment represents the first use of those resources in support of a new peacekeeping operation. The rapid deployment of equipment from the United Nations Logistics Base at Brindisi to the Central African Republic should facilitate the early establishment of effective operations by MINURCA. The Committee requests that assessments of the performance of the Field Assets Control System and of the start-up kit equipment be included in the next progress report of the Secretary-General.

76. The Special Committee notes the recommendations of the Phase IV Working Group on Reimbursement of Contingent-owned Equipment (A/C.5/52/39) and underlines the importance of their timely implementation. The Committee also encourages the Secretariat to continue training its personnel, including field mission personnel, in the new procedures.

77. The Special Committee welcomes the formation of the United Nations Mine Action Service, which will serve as the focal point within the United Nations system in the context of paragraph 85 of part III of General Assembly resolution 52/220 of 22 December 1997. It notes the progress made by it in developing close cooperation with all the bodies involved in different aspects of mine action. The Committee also welcomes the greater coordination of demining activities within the United Nations system. It further welcomes and encourages contributions and pledges made to its Voluntary Trust Fund.

78. The Special Committee reiterates the relevance of the Security Council presidential statement of 30 August 1996 (S/PRST/1996/37), which stressed that provisions for

operational demining should, wherever appropriate, be an integral part of peacekeeping mandates. It requested the Secretary-General to keep the Committee informed of the experiences of the United Nations in demining in peacekeeping operations, taking into account inputs from those involved in such activities.

79. The Special Committee stresses that the norms of international humanitarian law should be strictly observed by all personnel associated with United Nations-mandated peacekeeping operations.

80. The Special Committee urges the Secretary-General to finalize appropriate guidelines for adherence to international humanitarian law by all personnel associated with United Nations peacekeeping operations.

81. The Special Committee calls for early consideration of United Nations liability and procedures for settlement of claims for any injury, damage or violation by personnel participating in United Nations peacekeeping operations.

82. The Special Committee reaffirms the importance of an effective public information capacity as an integral part of peacekeeping operations, planned and deployed as early as possible, so as to inform local populations and the international community of the mandate and objectives of each operation. It also underlines the important role, with the consent of the host country, of United Nations radio in such situations. The Committee further welcomes the establishment of the trust fund to support public information and related efforts in United Nations peacekeeping operations and encourages Member States to contribute to it.

83. The Special Committee emphasizes the need to differentiate between peacekeeping operations and humanitarian assistance. In that context, the Committee takes note of the statement by the President of the Security Council of 19 June 1997 (S/PRST/1997/34), which underlined the importance of ensuring clear, appropriate and realistic mandates to be implemented in an impartial manner, as well as adequate resources for United Nations peacekeeping operations established or authorized to protect humanitarian assistance in conflict situations.

84. The Special Committee notes with appreciation the activities undertaken by the Lessons Learned Unit during the past year. It also notes the intention of the Secretary-General to integrate the Lessons Learned Unit with the Policy and Analysis Unit in order to facilitate the incorporation of lessons learned into analysis and policy formulation. The Committee encourages the Lessons Learned Unit to continue to benefit from the experience of troop-contributing countries and to use in its work conclusions resulting from their national experiences. The Committee encourages the Secretary-General to make further efforts to ensure the resources required for the continuation and full dissemination of the Unit's work.

85. The Special Committee notes that mandates of some United Nations peacekeeping operations include elements pertaining to the collection of weapons and the demobilization of former combatants. The Committee invites the Lessons Learned Unit to continue its work in that field.

3. Status-of-forces agreements

86. The Special Committee draws attention to the important contribution that status-of-forces agreements make to the effectiveness of peacekeeping operations. It recalls paragraph 84 of its previous report and reiterates the need for the Secretary-General to fulfil the request made by the Advisory Committee on Administrative and Budgetary Questions in its report

of 14 October 1996 (A/51/491) to provide a compendium of instances in which the Organization is due restitution as a result of non-compliance with status-of-forces or other agreements. The Committee reiterates its request that the Secretary-General withhold claims submitted by Member States concerned until the matter of expenditures is resolved.

87. The Special Committee welcomes the intention of the Secretariat to update the model status-of-forces agreement (see A/45/594), and further notes the recommendation of the General Assembly in its resolution 52/12 B of 19 December 1997 that the Security Council, in establishing future peacekeeping operations, prescribe a time-frame for the conclusion of a status-of-forces agreement and use the model agreement on a provisional basis pending the conclusion of a specific agreement with host Governments, unless otherwise agreed by the parties concerned. The Committee requests that an update on the model status-of-forces agreement be contained in the next progress report submitted to it by the Secretary-General.

4. Safety and security

88. The Special Committee recalls the statement by the President of the Security Council on 12 March 1997 (S/PRST/1997/13), which emphasizes that host countries and others concerned must take all appropriate steps to ensure the safety and security of United Nations and associated personnel. The Committee expresses its grave concern at the continued attacks and acts of violence against those personnel and once again urges all Member States that have not yet done so to consider ratifying, accepting, approving or acceding to the Convention on the Safety of United Nations and Associated Personnel, in order to bring about its entry into force on the earliest possible date.

89. The Special Committee reaffirms that safety and security constitute integral elements of the planning and conduct of peacekeeping operations. It recognizes that elaboration of a comprehensive security plan at the commencement of a peacekeeping operation is essential. The Committee also stresses the need for adequate budgetary provisions to ensure the security of peacekeeping personnel, and it commends the efforts of the Secretariat to develop practical options for minimizing security risks faced by those personnel, particularly when unarmed. It encourages the Secretariat to continue its work in that area as a matter of priority and to ensure an efficient and continuous flow of information to Member States in all phases of peacekeeping operations.

5. Training

90. The Special Committee acknowledges that the training of personnel for peacekeeping operations is primarily the responsibility of Member States. It therefore notes efforts by Member States to enhance the readiness of their contingents by coordinating joint training. It emphasizes, however, that the United Nations has a valuable role to play in developing and maintaining training standards and rosters of expert peacekeeping trainers. The United Nations also has an essential role in advising on and participating in training activities and simulations, in producing training resource materials and in maintaining a training course database. The Committee emphasizes that full use should be made of those training facilities. The Committee also wishes to commend the efforts of the Secretariat during the past year and to make special mention of the "train the trainers" courses and civilian police standards, which have provided valuable assistance to contributors. The Committee also welcomes the decision by the Department's Training Unit to establish a focal point for African peacekeeping training within the Unit.

91. The Special Committee stresses the importance of training materials being made available in all the official languages of the Organization, as well as, where practicable, in other languages used by peacekeeping personnel. It encourages the Department to continue

its efforts in that regard. The Committee commends the Secretariat for its recent translation of various training materials, such as the peacekeeping code of conduct.

92. The Special Committee, noting the increasingly close and direct contact between United Nations peacekeeping personnel and local populations during peacekeeping operations, stresses the importance of participants in peacekeeping operations being given specific training, including gender-sensitive training, in managing those contacts. The Committee encourages the Secretariat, as well as Member States, to include and develop that aspect in their efforts to promote training norms for United Nations peacekeeping personnel.

6. Civilian police

93. The Special Committee takes note of the increasing participation of civilian police in United Nations peacekeeping operations, where they are playing a key role in both monitoring and advising local police forces, and in institution-building through training in professional policing methods. It takes note of the statement made by the President of the Security Council on 14 July 1997 (S/PRST/1997/38). It also takes note of the seminar convened by the Department of Peacekeeping Operations on the role of police in peacekeeping, and requests a report on the deliberations at that seminar.

94. The Special Committee considers that, in conducting a peacekeeping operation, care should be taken to ensure that, consistent with the mandate, police and military tasks should be clearly differentiated.

95. The Special Committee emphasizes the need for full integration of civilian police elements in the planning phase of new peacekeeping operations and for clear and appropriate guidelines for civilian police activities in peacekeeping. It also requests the Secretariat to compile for its consideration draft guidelines on general principles regarding the role of civilian police, drawing on lessons learned from United Nations experience thus far. In that regard, the Committee has been informed of Secretariat plans to develop a detailed concept of operations for civilian police components of peacekeeping operations. It expresses its intention to examine the subject in an appropriate manner before the end of 1999.

96. The Special Committee stresses the need for Member States to enhance recruitment procedures to ensure deployment of the highest quality civilian police personnel to United Nations peacekeeping operations. In that regard, it commends the efforts of the Civilian Police Unit, which has, in response to requests, provided valuable assistance to several police-contributing States through the selection assistance teams. It emphasizes that the Training Unit's activities should take into account the increased requirements of civilian police in peacekeeping operations. It also calls for enhanced cooperation between Member States in training civilian police personnel for United Nations peacekeeping operations.

97. In view of the growth of United Nations civilian police operations, the Special Committee recognizes the need to strengthen the Civilian Police Unit in the Department of Peacekeeping Operations. It also emphasizes the urgent need to have a broad geographical base for selecting civilian police commissioners in peacekeeping operations. The appointment of other senior police personnel in peacekeeping operations should take into account the size of police contributions.

98. The Special Committee reaffirms that the code of conduct developed for United Nations peacekeepers should also apply to United Nations civilian police personnel, requests the Secretariat to examine the extent to which modification of the code might be required in that context and suggests that its findings be reflected in the next progress report of the Secretary-General to the Committee.

7. Standby arrangements and rapid deployment

99. The Special Committee reiterates the importance of the United Nations standby arrangements system. The system constitutes a key to the increased effectiveness and rapid deployment capacity of peacekeeping operations. The Committee notes the progress report of the Secretary-General on those arrangements (S/1997/1009). It also notes the lack of certain key specialized resources in the arrangements and, therefore, encourages Member States to make available resources such as airlift and sea-lift services, logistical support, communications, civilian police, medical staff and engineers. The standby arrangements system should be further developed to enhance United Nations rapid deployment capabilities, including through broadening the base of Member States making resources available. The Committee takes note of the Secretariat's affirmation that the standby arrangements system is based on contributions from individual Member States and that there is no United Nations peacekeeping brigade.

100. The Special Committee reiterates its belief that the United Nations should be able rapidly to deploy a peacekeeping operation upon the adoption by the Security Council of an authorizing mandate. It commends the Secretariat in its efforts to address that issue and hopes that the reform of the Department of Peacekeeping Operations will also contribute to the more rapid deployment of peacekeeping operations.

101. The Special Committee notes the explanation provided by the Secretariat on the role and organization of the rapidly deployable mission headquarters and urges the Secretariat to clarify the headquarter element's organizational relationship within the Department, particularly the differences in its functional responsibilities from those of the Mission Planning Service, and further to develop the concept for its employment during the initial phase of a new peacekeeping operation.

8. Finances

102. The Special Committee stresses that all Member States must pay their assessed contributions in full, on time and without conditions, and it reaffirms the obligation of Member States under Article 17 of the Charter to bear the expenses of the Organization as apportioned by the General Assembly, bearing in mind the special responsibility of States permanent members of the Security Council, as indicated in General Assembly resolution 1874 (S-IV) of 27 June 1963.

103. The Special Committee welcomes General Assembly resolution 51/218 E of 17 June 1997, in which the Assembly adopts a system of self-insurance establishing uniform and standardized rates for payment of awards in cases of death or disability sustained by troops in the service of United Nations operations. It notes with satisfaction the progress made in clearing claims during the past year and encourages the Secretariat to continue to expedite the processing of all claims submitted under the previous arrangements.

104. The Special Committee once again encourages the Secretary-General to address as a matter of priority the operational and financial liquidation of completed operations, particularly as regards finding satisfactory arrangements with contributing Member States.

105. The Special Committee expresses its deep concern at the continued delays in the reimbursement of troop costs and contingent-owned equipment leases. Such delays in reimbursement cause hardship to all troop- and equipment-contributing countries, especially developing countries, and adversely affect the capacity and possibly the will of Member States to participate in peacekeeping operations.

106. The Special Committee urges the Secretariat to address the processing of the backlog of contingent-owned equipment claims and in particular urgently to address the processing of claims for contingent-owned equipment write-offs that are beyond the authority of the local property survey boards.

E. Cooperation with regional arrangements

107. Bearing in mind the primacy of the United Nations in the maintenance of international peace and security, the Special Committee reaffirms the important contribution that regional arrangements and agencies can make to peacekeeping in that regard, in accordance with Chapter VIII of the Charter of the United Nations, where appropriate and when the mandate and scope of regional arrangements and agencies legally allow them to do so.

108. The Special Committee emphasizes that, in accordance with Article 53 of the Charter, no enforcement action shall be taken under regional arrangements or by regional agencies without the authorization of the Security Council. Furthermore, the Council shall at all times be kept fully informed of activities undertaken or contemplated by regional arrangements or regional agencies for the maintenance of international peace and security.

109. The Special Committee urges the strengthening of cooperation between the United Nations and relevant regional arrangements and agencies, within their respective mandates, scope and composition, to enhance the capabilities of the international community in the maintenance of international peace and security. It appreciates the possibility of the practical realization of such cooperation at the regional and subregional levels and also encourages the Secretary-General to take concrete steps towards that end. In that regard, the Committee notes the successful experience of cooperation between the United Nations and a number of regional and subregional arrangements and agencies.

110. The Special Committee stresses that cooperation between the United Nations and relevant regional arrangements and agencies in the context of peacekeeping must abide by the letter and spirit of Chapter VIII of the Charter of the United Nations. In addition, such cooperation must take into account the existing instruments and mechanisms operating in each of the regional arrangements and agencies concerned. This should be reflected in the study of the Lessons Learned Unit regarding cooperation with regional arrangements and agencies in the context of peacekeeping, which, along with the present report, should be disseminated to relevant regional arrangements and agencies.

111. The Special Committee reaffirms its recommendation that the United Nations, in consultation with OAU and with the cooperation of Member States, give particular attention to strengthening the institutional capacity of OAU. This would include coordinating the training programmes for military and civilian police personnel of African countries and mobilizing assistance, in particular logistical and financial support, to African peacekeeping capacity and to related activities of OAU. The Committee recalls its request, contained in its report of 28 June 1997 (A/52/209), for a report on the implementation of its recommendations to the General Assembly at its fifty-second session. The Committee regrets that such a report has not been submitted and requests once again that the Secretariat submit a report on the implementation and follow-up of the above recommendations to the Assembly at its fifty-third session.

112. The Special Committee commends the Secretariat for convening an informal meeting in New York, on 5 December 1997, in consultation with OAU, on enhancing African peacekeeping capacity, as well as for offering to serve as a focal point or clearing house for initiatives in that area. The Committee also notes the efforts of those countries that have

implemented joint training exercises and other training activities in cooperation with African countries.

113. The Special Committee welcomes the intention of the Secretary-General to resume in the near future the practice of holding meetings on cooperation between the United Nations and regional arrangements and agencies and requests the Secretary-General to inform it of the results of such discussions.

F. Other matters

114. The Special Committee, noting the expansion in its membership and considering the proposals and views expressed at the current session pertaining to the composition of the Bureau and to enhancing the effectiveness of the Committee, intends to consider further the organization, structure and working methods of the Committee.

115. The Special Committee welcomes the Secretariat's efforts in issuing the report pursuant to General Assembly resolution 52/69. However, it stresses the need for such reports to be made available to all Member States in accordance with relevant Assembly rules and procedures in order to enable Member States to study them thoroughly and to review the progress made on the Committee's recommendations. The Committee requests the Secretary-General to submit, as he has done this year, a report on the progress made in the implementation of its recommendations in the present report on which specific reports have not been requested, prior to its 1999 session.

116. Recognizing that 1998 marks the fiftieth anniversary of United Nations peacekeeping, the Special Committee reiterates its recommendations in that regard, presented in paragraph 91 of its previous report (A/52/209) and endorsed by the General Assembly in its resolution 52/69, *inter alia*, to dedicate a part of the first day of the fifty-third session of the General Assembly to a commemorative meeting to pay tribute to all who have served in peacekeeping operations, especially those who have lost their lives under the United Nations flag during the past 50 years.

117. The Committee welcomes the intention of its Chairman to convey to the President of the General Assembly the following draft declaration in commemoration of those who served in United Nations peacekeeping operations, on the occasion of the fiftieth anniversary of United Nations peacekeeping, with the recommendation that it be adopted at that meeting:

> "We, the Member States of the United Nations, have gathered at this commemorative meeting of the fifty-third session of the General Assembly to mark the fiftieth anniversary of United Nations peacekeeping. It has been 50 years since the establishment of the first United Nations observer mission, the United Nations Truce Supervision Organization. We pay tribute to hundreds of thousands of men and women who have, in the past 50 years, served under the United Nations flag in more than 40 peacekeeping operations around the world, and we honour the memory of more than 1,800 United Nations peacekeepers who have laid down their lives in the cause of peace.
>
> "We reiterate our support for all efforts effectively to promote the safety and security of United Nations peacekeeping personnel. We recall with pride the awarding of the 1988 Nobel Peace Prize to the peacekeeping forces of the United Nations, and we welcome the establishment by the United Nations Security Council of the Dag Hammarskjöld Medal as a tribute to the sacrifice of those who have lost their lives while serving in peacekeeping operations under the operational control and authority

of the United Nations. We, the Member States of the United Nations, affirm our commitment and willingness to provide full support to United Nations peacekeepers to ensure that they are able successfully to fulfil the tasks entrusted to them."

Annex

Composition of the Special Committee on Peacekeeping Operations at its 1998 session

Members: Afghanistan, Algeria, Argentina, Australia, Austria, Azerbaijan, Bangladesh, Belarus, Belgium, Benin, Brazil, Bulgaria, Canada, Chile, China, Colombia, Congo, Côte d'Ivoire, Croatia, Cuba, Cyprus, Czech Republic, Denmark, Ecuador, Egypt, El Salvador, Estonia, Ethiopia, Fiji, Finland, France, Georgia, Germany, Ghana, Greece, Guatemala, Honduras, Hungary, India, Indonesia, Iran (Islamic Republic of), Iraq, Ireland, Italy, Jamaica, Japan, Jordan, Kazakhstan, Kenya, Kuwait, Kyrgyzstan, Lao People's Democratic Republic, Lebanon, Libyan Arab Jamahiriya, Lithuania, Luxembourg, Malaysia, Mali, Mauritania, Mexico, Morocco, Namibia, Nepal, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Peru, Philippines, Poland, Portugal, Republic of Korea, Romania, Russian Federation, Senegal, Sierra Leone, Singapore, Slovakia, South Africa, Spain, Sudan, Sweden, Syrian Arab Republic, Thailand, Tunisia, Turkey, Uganda, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America, Uruguay, Venezuela, Yugoslavia, Zambia and Zimbabwe.

Observers: Armenia, Bolivia, Iceland, Latvia, Republic of Moldova, Slovenia, Switzerland, The former Yugoslav Republic of Macedonia, Viet Nam, the United Nations Children's Fund and the International Committee of the Red Cross.